

Message Text

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TO SECSTATE WASHDC 3911

C O N F I D E N T I A L MONTREAL 1946

FROM USREP ICAO

E. O. 11652: GDS

TAGS: ETRN, CA

SUBJ: ICAO-COOPERATION BETWEEN US/USSR

1. USREP WISHES CONFIRM FOR THE RECORD REACTIONS TO PARA V IN
AUG 30 DRAFT FROM USSR CIVIL AVIATION MINISTRY.

2. USREP/COUNCIL AND US MEMBER COMMISSION STRONGLY FAVOR EXPANDED
FORMALIZED COOPERATION EFFORTS IN CONNECTION WITH MATTER OF MUTUAL
INTEREST WITHIN ICAO. EXCELLENT WORKING RELATIONSHIP BETWEEN TWO
DELEGATIONS AT PRESENT INDICATE FURTHER UNDERSTANDING COULD SERVE
US INTERESTS WELL.

3. WHILE IN WASHINGTON, USREP EXPRESSED TWO PROBLEM AREAS: (A)
ANY FORMAL UNDERSTANDING SUCH AS THAT CONTEMPLATED IN USSR DRAFT
AND PRELIMINARY REDRAFT IN FAA IS NOT REPEAT NOT WELL PLACED IN
EITHER THE SOVIET COOPERATION AGREEMENT OR THE BILATERAL AIR-
WORTHINESS AGREEMENT. THE SCOPE OF COOPERATION REGARDING ICAO
MATTERS IS MUCH BROADER THAN THESE PARTICULAR TECHNICAL PROGRAMS.
(FOR EXAMPLE ONLY, AIR TRANSPORT COMMITTEE ECONOMIC MATTERS
SUCH AS USER CHARGES, STATISTICS, ETC.; LEGAL COMMITTEE AND SUB
COMMITTEE DRAFTS; UNLAWFUL INTERFERENCE, ETC); (B) FORMALIZING
COOPERATION BETWEEN THE MINISTRY OF CIVIL AVIATION AND THE FAA IN
AN INTER-GOVERNMENTAL AGREEMENT COULD LEAD TO CONFUSING AND
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COUNTER-PRODUCTIVE DEVELOPMENTS. ICAO IS A UN SPECIALIZED

AGENCY WHERE BOTH MEMBER STATES SIT ON THE EXECUTIVE COUNCIL AND MAINTAIN RESIDENT DELEGATIONS. FOLLOWING INTERAGENCY COORDINATION, DEPARTMENT OF STATE PROVIDES FINAL INSTRUCTIONS TO US MISSION. LIKEWISE, CAA/MOSCOW IS ONLY ONE OF THE AGENCIES PARTICIPATING IN FORMALIZATION OF THE SSR INSTRUCTIONS TO THE SOVIET MISSION. ONE OR BOTH PARTIES COULD INTERPRET OR MISUNDERSTAND AGREEMENT IN THE CAA/FAA AREA AS AN INTERGOVERNMENTAL AGREEMENT TO BE SET FORTH IN ICAO.

4. THE COOPERATION AGREEMENT AS DISCUSSED EARLIER WITH USREP IN MONTREAL AND MOSCOW CONTEMPLATED A BROADER SCOPE: GROUP OR COMMITTEE MADE UP OF REPS FROM THE VARIOUS AGENCIES INVOLVED IN EACH OF THE GOVERNMENTS FOR EXPLORATORY DISCUSSIONS.

5. USSRREP/ICAO SEES WORKING GROUP, MEETING AT BEGINNING OF ICAO YEAR TO CONSIDER GENERAL AGENDA CONTAINING ITEMS FROM BOTH SIDES. HE SUGGESTED - AS EXAMPLES ONLY -- TWO ITEMS: PERSONNEL QUOTA SYSTEM IN ICAO AND INITIATIVES IN ICAO WHICH WOULD KEEP THE ORGANIZATION DYNAMIC. (HE FEELS THE ORGANIZATION MOVES TOO SLOWLY FOR CURRENT AVIATION DEVELOPMENTS). THERE IS NO REASON THAT CERTAIN ASPECTS OF THE TECHNICAL PACKAGES NOW BEING NEGOTIATED (SALES EQUIPMENT, ETC.) COULD NOT COME ON SUCH AN AGENDA IF AND WHEN APPROPRIATE.

6. USREP WISHES POINT OUT THAT AN ACTIVE GENEVA SUBGROUP EXISTS IN ICAO/MONTREAL WHICH OFTEN IS USED FOR COORDINATION BEYOND THE TERMS REFERENCE OF THE GENEVA GROUP. ALTHOUGH USSR WAS RECENTLY ATTACHED ADMINISTRATIVELY TO ICAO'S EUROPEAN REGION, EUROPEAN STATES ARE CAREFUL TO EXCLUDE IT FROM INFORMAL COORDINATION MEETINGS. WE MUST BE CAREFUL KEEP OUR COORDINATION AGREEMENTS CLEARLY DEFINED.

7. USREP RESPECTFULLY SUGGESTS THAT (A) PARA V OF SSR DRAFT MIGHT BE REWORDED TO REFER SPECIFICALLY TO THE FOREGOING PARAGRAPHS OF THAT AGREEMENT, WITH SPECIFIC MENTION OF ICAO COOPERATION AS APPROPRIATE, IF IT SEEMS THAT SUCH REFERENCE STRENGTHENS THE AGREEMENT ITSELF. (B) HOWEVER, WHETHER OR NOT SUCH A PARAGRAPH APPEARS, USREP STRONGLY RECOMMENDS PREPARATION OF SEPARATE "MEMO OF UNDERSTANDING" OR "PROTOCOL" TO THE EARLIER UMBRELLA AGREEMENT, WHICH WOULD SET FOR A GENERAL STATEMENT OF CONFIDENTIAL

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COOPERATION ON ICAO ISSUES, AND SPECIFIC LANGUAGE FOR IMPLEMENTATION; (C) US COUNCIL REP AND COMMISSIONER WISH ASSURE DEPT AND DOT/FAW THAT WORKING RELATIONSHIP BETWEEN US AND USSR MISSIONS/ICAO IS EXCELLENT AND COORDINATION/COOPERATION NOW EXISTS ON AD HOC BASIS. THIS CAN CONTINUE EFFECTIVELY WITHOUT ANY FORMALIZED AGREEMENT. BUT AGREEMENT ESTABLISHING RECOGNIZED MACHINERY WOULD PERMIT INITIATIVES BY EACH GOVERNMENT AND GENERAL EXPLORATORY DISCUSSIONS ON MAJOR AREAS OF MUTUAL

INTEREST IN ICAO. PRESENT PRACTICE RELIES ON REACTION TO VERY
SPECIFIC ITEMS ON OB'S.
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